

CLARKS HILL, INDIANA

**AN AMENDMENT TO THE ADOPTED LAND USE
PLAN**

THE COMPREHENSIVE PLAN FOR TIPPECANOE COUNTY

VOLUME 2: THE LAND USE PLAN

ADOPTED SEPTEMBER 16, 1981

PREPARED FOR THE TOWN OF CLARKS HILL

BY THE STAFF OF

THE AREA PLAN COMMISSION OF TIPPECANOE COUNTY

**ADOPTED BY
THE AREA PLAN COMMISSION OF TIPPECANOE COUNTY
AT A PUBLIC HEARING HELD JANUARY 17, 1996**

**THE AREA PLAN COMMISSION OF TIPPECANOE COUNTY
20 NORTH THIRD STREET
LAFAYETTE, IN 47901-1209
765-423-9242**

**SUE W. SCHOLER, PRESIDENT
JAMES D. HAWLEY, EXECUTIVE DIRECTOR**

**CLARKS HILL, INDIANA:
AN AMENDMENT TO
THE ADOPTED LAND USE PLAN**

**THE COMPREHENSIVE PLAN FOR TIPPECANOE COUNTY
VOLUME 2: THE LAND USE PLAN
ADOPTED SEPTEMBER 16, 1981**

**Prepared for the Town of Clarks Hill
By the Staff of
The Area Plan Commission of Tippecanoe County**

**Adopted by
The Area Plan Commission of Tippecanoe County
At a Public Hearing Held January 17, 1996**

**The Area Plan Commission of Tippecanoe County
20 North Third Street
Lafayette, Indiana 47901-1209
317-423-9242**

THE AREA PLAN COMMISSION OF TIPPECANOE COUNTY STAFF

Margy C. Deverall, Planner I: Interdisciplinary Planner

Bernard Gulker, Assistant Director

James D. Hawley, Executive Director

Sandra Houston, Recording Secretary

Joe Y. James, Planner I: Transportation

Donald Lamb, Planner I

Mike Lana, Technician

Sallie D. Lee, Assistant Director

Kathleen Lind, Planner I

Marlene Mattox-Brown, Technician

Douglas Poad, Planner I: Transportation

Glenda Robinette, Executive Secretary

Michael N. Sanders, Principal Planner

Paul Slavens, Coding Clerk

Linda Toman, Secretary/Bookkeeper

THE AREA PLAN COMMISSION OF TIPPECANOE COUNTY

John T. Downey, President

Mark Hermodson, Vice President

David Allee

Ron Alting

Robert Bowman

Joe Carter

William D. Haan

Jean Hall

Gene Jones

Don McKee

Miriam Osborn

William J. Palmer

Jack Rhoda

Karl Rutherford

C. Wesley Shook

Robert A. Mucker, Secretary and Legal Counsel

TOWN OF CLARKS HILL

PRESIDING OFFICER

Joe Carter

TOWN COUNCIL

John T. Green, Member

Lynda Phebus, Member

CLERK-TREASURER

Sheryl Laughner

LEGAL COUNSEL

Edward J. Nemeth

INTRODUCTION

When The Area Plan Commission of Tippecanoe County was reorganized in 1975, a seat was reserved for the Town of Clarks Hill. But it was not until June 1995 that the Town Council adopted the Area Planning Law of Indiana and provided for representation to The Area Plan Commission. Joe Carter was chosen by the Council to represent the Town. The Town's participation in the County-wide planning process began at the September meeting of The Area Plan Commission.

The staff of The Area Plan Commission began the planning process in Clarks Hill with an inventory and analysis of existing conditions. A land use survey of the Town was conducted in September. Results of the survey were presented to the Town Council at their regular meeting in October. A profile of population and housing characteristics was also compiled and provided to the Council.

Staff helped citizens establish community goals at two Town meetings held in October. Alternative land use plans, based in part on the community goals, were presented by staff to Town citizens in November. The session concluded with the selection of a Preferred Land Use Plan. Before meeting again, citizens had the opportunity to review and comment on a draft of the Plan document. At a Town meeting in December the citizens of Clarks Hill found this Plan to be satisfactory and proper. At a public hearing held 17 January 1996, The Area Plan Commission of Tippecanoe County adopted this Land Use Plan preferred by the citizens.

GOALS SETTING PROCESS

Problem identification is the first step in the planning process. Before any meaningful planning can occur, it is essential that we first identify the problems to be addressed in the planning effort. The Area Plan Commission of Tippecanoe County has adopted the position that it is the citizens of the community that should identify these problems. The purpose of this section is to explain how the citizens were involved in the problem identification process and how the findings of this involvement provided the basis for the Statement of Goals contained in this report.

The first session of the goals setting process was held on October 12th. Sheryl Laughner, the Town Clerk, provided notice of the meeting to each household in Clarks Hill (see Appendix for a copy of the invitation distributed to all households). This first meeting was attended by 17 persons.

The method used to conduct the public meeting is called the Nominal Group Process. It was used because the process insures input from everyone who attends the meeting. After a short introduction, the participants were split into three subgroups. A staff member was assigned to each subgroup. Each person was then asked to respond to the following question:

What do **YOU** think are the problems and challenges facing the community over the next 10 or 15 years?

Each person worked silently for about ten minutes. Then, within each subgroup, participants read their responses in turn. Staff members wrote each response on large newsprint paper for all participants to see. This continued until all participants had expressed all items on their lists.

Still within subgroups, participants voted on their choices of the most significant responses. Then the full group reassembled, discussed and combined their "top 5" lists, and then voted on one final list of responses. Staff tallied the ballots and reported briefly to the participants. The Appendix contains the final tally of items that appeared on the combined lists, a compilation of all issues raised by all participants in the three subgroups, and a list of all participants.

A second meeting was then held two weeks later on October 26th. A dozen persons attended this meeting. The purpose of the second meeting was to discuss in more detail the findings of the first meeting. Staff also presented a draft goals statement based on the problems and challenges raised at the first meeting. Participants were asked to review this statement to determine if the staff had correctly portrayed the input received. What follows is the Statement of Goals for the Town of Clarks Hill.

A STATEMENT OF GOALS FOR CLARKS HILL

COMMUNITY APPEARANCE

- Recognize that improving the appearance of the Town depends upon the energy and cooperation of the Town's property owners.
- Encourage the removal of scrap and vehicles in inoperable condition in driveways and yards of property owners.
- Improve the physical appearance of public and private buildings and properties through maintenance and landscaping.

COMMUNITY FACILITIES AND SERVICES

- Promote and support the development and expansion of activities and opportunities for the youth of the community.
- Encourage expanded services and opportunities for older people to participate in the community.
- Improve the safety and security of Town residents and minimize crime.
- Maintain sewage disposal and water supply systems serving existing users and upgrade for future development.
- Maintain a safe and efficient street and sidewalk system for the movement of people and goods.

MOBILE HOMES

- Do not allow placement of mobile homes on platted Town lots.
- Mobile home parks should meet the standards of the Unified Mobile Home Ordinance of Tippecanoe County.

PLANNING AND LAND USE

- Discourage commercial uses in residential areas.
- Maintain a compact commercial area centered near the intersection of White and Division Streets.
- Encourage commercial uses which will serve the convenience shopping and service needs of the Clarks Hill area.
- Protect the Town water supply from land uses which pose a threat to the quality and quantity of groundwater being extracted from the Town wells.
- Encourage cooperation and coordination with the County Drainage Board.

ECONOMIC AND FINANCIAL CONSIDERATIONS

- Encourage the economic growth and well being of Clarks Hill.
- Require new development to pay its fair share of Town capital costs, such as water and sewer system improvements.

CODES

- The design and construction of buildings and structures should meet minimum standards for the protection of public health, safety, and welfare, and for the conservation of energy.
- No building should be allowed to become unsafe for habitation or use.

CITIZEN PARTICIPATION

- Recognize that the most important ingredient in a community planning program is citizen participation.

In this initial process of establishing goals for the Town of Clarks Hill, it should be recognized that the goals must be reviewed periodically, evaluated, and, if necessary, changed. They must adapt to the changing needs and desires of the Town. They are intended to serve as a guide to the Town Council in their efforts to lead the Town in the direction the residents want to go. If and when this direction changes, this must be reflected in the Town's goals.

POPULATION AND HOUSING CHARACTERISTICS

The evaluation of population and housing characteristics helps to identify community needs. The purpose of this section, then, is to identify trends of growth, stability, or decline. A profile of the Town's population and housing characteristics, based on information collected by the U.S. Bureau of the Census, is included in the Appendix. The profile compares selected characteristics in 1980 with 1990.

POPULATION

- The population of Clarks Hill grew from 653 persons in 1980 to 716 persons in 1990. This was an increase of 9.6% over the ten year period. Tippecanoe County as a whole grew by 7.3% between 1980 and 1990.
- The very young -- under five years of age -- and those persons between the ages of 25 and 44 accounted for most of the growth during the decade.
- The median age of the Town's residents rose from 29.7 to 30.7.
- The rate of household formation exceeded population growth. The total number of households grew from 223 to 258, or 15.7%.
- Like the County as a whole, household growth in "nonfamily" households (primarily persons living alone) exceeded the growth of family households.
- In 1990 the average household in Clarks Hill had 2.78 people, down from 2.84 in 1980.
- The median family income in Clarks Hill in 1990 was \$31,845 compared to \$36,073 for the County as a whole.

HOUSING

- The Town had an additional 31 housing units in 1990 compared to 1980.
- Over 77% of occupied housing units in Town were owner-occupied.
- Renter-occupied units, however, outgrew the owner-occupied. This trend also occurred County-wide.
- The homeowner vacancy rate was only 1% in 1990 in Clarks Hill (only two units were vacant). Although the rental vacancy rate was over 12%, only eight rental units were actually vacant.
- While the average number of persons per owner-occupied unit decreased between 1980 and 1990, persons per renter-occupied unit increased.
- Most housing units in 1990 were one-unit homes. But the number of one-unit homes declined by 18 between 1980 and 1990.
- The number of mobile homes, on the other hand, grew by 33 between 1980 and 1990.

- The median value of owner-occupied housing grew by 28% in the Town from \$27,700 to \$35,500; however, in Tippecanoe County the median value increased by 47% from \$44,900 to \$66,000.
- The construction of the Clarks Hill Apartments added 16 multi-family units to the inventory during the 1980s.
- Rent levels increased from a median of \$172 per month in 1980 to \$205 in 1990, an increase of over 19%. For the County as a whole rents increased by over 77%.

OUTLOOK

Clarks Hill was a growing community between 1980 and 1990. Young families helped to fuel this growth. The Town must provide for the needs of young families or they may move elsewhere. The median age of the population rose. Like the Nation as a whole, the number of older persons is expected to increase in the County; thus, housing assistance, transportation, and recreational needs should be considered. Continued population growth in Clarks Hill is a possibility. The Indiana Business Research Center (IBRC) has projected Tippecanoe County to be among the Indiana counties with the biggest numeric gains in population.

The growth in the number of housing units in Clarks Hill is reflected in the rate of household formation. Households grew even faster than the population. The average number of persons living in a household declined between 1980 and 1990. In fact, householders living alone grew faster than family households. The housing needs of these nonfamily households should be considered in the future. The marginal increase in the value of owner-occupied housing is probably a result of the loss of single-family homes and a gain in mobile homes. Rent levels increased modestly.

Housing demand is based on the economic capabilities of households. Apart from the Purdue student population, households locate in Tippecanoe County primarily because of employment opportunities. Household growth in Tippecanoe County is expected to be among the fastest in the State according to a report released in 1995 by the IBRC. Clarks Hill has the opportunity to provide for additional housing to those who prefer living in a small town.

LAND USE AND BUILDING CONDITIONS

A "windshield" land use and building conditions survey of Clarks Hill was completed by staff in September 1995. The two-person team drove the entire Town recording notes on aerial photographs (scaled at 1 inch = 100 feet). Some buildings or lots contained more than one type of land use, or the building had multiple housing units; individual uses by building or lot and a count of total housing units by building were noted.

Various external building characteristics were observed and the appropriate condition recorded. Observations of internal conditions were not included in the survey. Staff also noted whether the building/lot was occupied or vacant/unimproved based on external observations.

The location of each land use was then graphically illustrated on a Town base map (scaled at 1 inch = 200 feet). The base map was compiled from information obtained at the County Auditor's and County Surveyor's offices.

The land use categories used in the survey were:

- Single-family Residential: land which is occupied by a one-unit structure.
- Multi-family Residential: land which is occupied by structures containing two or more units.
- Mobile Home or Trailer: land which is occupied by a mobile home, including those to which permanent rooms have been added.
- Mobile Home Park: a lot under single ownership (determined from County Auditor office records) which is occupied by two or more mobile homes.
- Commercial: land which is occupied by retail and service establishments.
- Junk Yard: land where personal property is accumulated or stored outdoors, including such items as salvaged motor vehicles, household or commercial appliances, and building or construction materials.
- Utility: land which is occupied by private or public utility companies.
- Public: land which is occupied by Town and Township government buildings.
- Semi-public: land which is occupied by privately owned uses that are generally open to public occupancy, such as a church.
- Recreation: land which contains park and recreational facilities.
- Vacant/Agricultural: lots or tracts of land that are unimproved, or used for agricultural purposes.

Each building was recorded in one of the four categories of conditions listed below:

- Good: Appears to be structurally sound; no sags in roof or porch; foundation and steps free from cracks or flaws; roofing, siding, windows intact and maintained.
- Fair: Appears to be structurally sound; some minor defects in roof, porch, foundation, or steps; evidence of deferred maintenance.
- Deteriorating: Appears to have structural defects for which repair seems economically feasible; sagging roof or porch in need of support; obvious cracks or flaws in foundation or steps; maintenance deferred to the point where significant repairs need to be made.
- Dilapidated: Appears to have structural defects beyond economically feasible repair; appears nearly or actually uninhabitable; major structural faults to frame, roof, foundation; building exterior beyond maintenance.

The table on the following page presents a summary of land use, building condition, and occupancy in the Town of Clarks Hill.

CLARKS HILL LAND USE, BUILDING CONDITION, AND OCCUPANCY: SEPTEMBER 1995

LAND USE TYPE	BUILDING CONDITION AND OCCUPANCY											NON-BLDG LAND USE	
	OCCUPIED				TOTAL	VACANT				GRAND TOTAL	UNDER CONST.		
	Good	Fair	Dtrrng	Dlpdtd		Good	Fair	Dtrrng	Dlpdtd				TOTAL
RSDNTL 1 unit 2 or more Mbl home	142 20 57	44 3 21	3 0 1	0 0 0	189 23 79	3 0 3	0 0 3	0 0 0	1 0 0	4 0 6	193 23 85	2 3 0	
TOTAL RSDNTL UNITS	219	68	4	0	291	6	3	0	1	10	301	5	
COMM JUNK YARD SEMI-PUB UTILITY PUBLIC AGRLTRL TRACTS	5 0 1 1 5 0	4 0 0 0 1 0	2 0 0 0 0 0	0 0 0 0 0 0	11 0 1 1 6 0	0 0 0 0 0 0	1 0 0 0 1 0	0 0 0 0 0 0	0 0 0 0 0 0	1 0 0 0 1 0	12 0 1 1 7 0	0 0 0 0 0 0	0 3 0 2 1 6

BUILDING CONDITION CRITERIA:

GOOD: Appears to be structurally sound; no sags in roof or porch; foundation and steps free from cracks or flaws; roofing, siding, windows intact and maintained.

FAIR: Appears to be structurally sound; some minor defects in roof, porch, foundation, or steps; evidence of deferred maintenance.

DETERIORATING (DTRRTNG): Appears to have structural defects for which repair seems economically feasible; sagging roof or porch in need of support; obvious cracks or flaws in foundation or steps; maintenance deferred to the point where significant repairs need to be made.

DILAPIDATED (DLPDTD): Appears to have structural defects beyond economically feasible repair; appears nearly or actually uninhabitable; major structural faults to frame, roof, foundation; building exterior beyond maintenance.

SOURCE: Area Plan Commission Staff

As in most communities, land use in Clarks Hill is characterized by a high proportion of land devoted to residential uses and a relatively small proportion devoted to other uses. Single-family housing units accounted for 193 of the 301 total housing units (over 64%). Yet, 85 units (28%) were mobile homes; five mobile home parks were identified. Two new single-family homes were under construction.

A total of 23 units (about 8%) were multi-family. The Clarks Hill Apartments, located near the intersection of CR 975 East and Division Street, contain 16 units. The former convalescent home has been converted to, what appeared to be, seven housing units (four were occupied and three were being renovated). Also, three multi-family housing units were counted in the building at the east corner of White and Division Streets.

The 301 housing units represents an increase of 49 units over the number of units staff counted in early 1987 as part of a County-wide land use survey. But only 56 mobile homes were counted in 1987; thus, mobile homes have increased by 29 units since 1987. Single-family units increased by 16 units in the past nine years. The additional four multi-family units from the converted convalescent home make up the remainder of units added to the inventory since early 1987.

Most of the nonresidential buildings were used for public and commercial purposes. Public buildings included: the Town Hall and fire station at White and Silver Streets; the Clarks Hill Community Building at White and Union; the water plant at White and Harrison; a garage at Pearl and Silver (the old elevator site); a garage along High near CR 925 East (the site of the Town's former water wells); the Township office along Division north of White; and, the Post Office along Clark north of White.

Other public or semi-public uses include the 3.59-acre Township park, which is accessible at the north end of Union Street and the east end of High Street. The park facilities include a playground with apparatus and a multi-use grass area. Also, the Christian Church is located along Pearl at Division. Public Service Indiana, Inc. has a power station along Division at CR 975 East.

Commercial land uses were concentrated near the intersection of White and Division Streets. They included: two restaurants, a grocery store, beauty shop, veterinarian office, arcade, and two other buildings either vacant or used for personal storage. Five business uses were identified in scattered locations throughout the Town: an auto sales lot at White and CR 975 East, a gun shop along Harrison south of White, a beauty shop at Pearl and Division, a roofing company at the west end of Main, and a bait shop along Ford west of Cleveland. In addition, three areas were considered to be junk yards: a couple lots at White Street and CR 975 East, a lot along the south side of Pearl Street between Jefferson and Madison Streets, and a site along the west side of Union Street north of White Street.

A few tracts of land within the corporate limits of Clarks Hill have been used for agricultural purposes in the past. Nearly 22 acres, taxed as two tracts, along the north boundary of the Town were in row crop production. Smaller tracts along the south boundary of the Town also have been used for agricultural purposes.

Conrail and the Norfolk Southern Railroads used to operate lines through the Town (Conrail along a northwest-southeast alignment and Norfolk Southern along a southwest-northeast alignment). Both railroads have abandoned those lines and removed the tracks in Town. Some property owners in and near the Town have acquired title to portions of the old rights-of-way; however, according to the County Auditor's records, the railroads still hold title to several acres of land in Town.

Beyond the Town boundaries, most of the land is used for agricultural purposes. Crop-Mate Fertilizer operates at the west edge of Town along the north side of CR 1175 S. A few single-family residences also exist nearby. The Clarks Hill Cemetery is situated along the west side of CR 975 E less than a quarter of a mile north of Town. The Town's sewage treatment plant is located off SR 28 about a quarter of a mile north of the Town's boundary.

The majority of housing units were determined to be in "good" condition (225 of 301 total units, or 75%). Another 23% of all occupied housing units (71 units) were considered to be in "fair" condition; that is, the building was structurally sound but had evidence of deferred maintenance. Only four units were classified as being in a "deteriorating" condition. One unoccupied building was identified as "dilapidated." Buildings considered to need at least some minor maintenance were scattered throughout the Town. There was some concentration in and near the commercial area along White Street between Harrison and Fulton.

In comparing residential building condition in 1995 with what staff found in the early 1987 survey, a greater proportion of total units were considered to be in "good" condition in 1987. About 87% of all units were rated as being in "good" condition nine years ago. About 12% were considered to be in "fair" condition. In 1987, 84% of all single-family homes were classified as being in "good" condition compared to 75% in 1995. For mobile homes, over 90% were in "good" condition in 1987, compared to only 70% in 1995. There was little change in the number of housing units in either "deteriorating" or "dilapidated" condition: three units were classified as being in "deteriorating" condition in 1987, and only one unit was found to be dilapidated.

STREETS AND STORM WATER DRAINAGE

Clarks Hill's streets serve primarily local traffic. CR 975 East, along the east side of Town, is a two-lane paved road. It provides access to SR 28, a half mile north of Town. SR 28, in turn, intersects US 52 about three-quarters mile to the east. CR 1200 South intersects CR 975 E at the southeast corner of Town. It, too, is a two-lane paved road. It intersects US 52 about one and a half miles to the east. CR 1175 South, a two-lane paved road, provides access between Clarks Hill and CR 700 West, about two and a quarter miles to the west. CRs 975 E and 1200 S, and SR 28 are classified as "Secondary Arterials (Rural Cross-Section)" according to the County's adopted ***Thoroughfare Plan (Volume 4 of The Comprehensive Plan for Tippecanoe County)***. The design standards for this class of road include 24 feet of pavement and 80 feet of right-of-way.

The Town's street system was designed in a rectilinear grid pattern. For the most part, streets are parallel and perpendicular to the former Conrail railroad (which bisected the Town along a northwest-southeast alignment). Most of the streets in Town were platted with 50 feet or 60 feet of right-of-way. Pearl Street was platted with a 75-foot right-of-way. Alleys were platted with 16 feet of right-of-way. Most streets are paved and in fair to good condition. Pavement width is typically 16 feet to 24 feet. Not all streets are accompanied by sidewalks. In some locations sidewalks exist on only one side of the street. Sidewalks along White Street are nearly continuous through Town.

The Town's storm water drainage system consists of one-foot sections of field tile. Typically, the tile is six inches in diameter. The size and type of field tile is inadequate for storm drainage. The engineer who studied the system recommended that the minimum pipe size should be 12 inches.

WATER AND SEWER UTILITIES

WATER

The Town owns and operates a water supply and distribution system with elevated storage. In 1993 the Town applied for a grant through the Community Focus Fund and Planning Grant program administered by the Indiana Department of Commerce to make water system improvements. The grant was awarded and the Town hired a consulting engineer to design the improvements. The improvements were constructed, and the system became operational by mid-1995. Water is supplied from two new wells (eight inch) located near the new water treatment plant north of White Street and east of Harrison on the northeast side of Town. The distribution system consists of four- and six-inch mains. The 60,000-gallon elevated storage tank is located at Pearl Street and Madison Street on the east side of Town.

The Town began a wellhead protection program in 1995. A consultant was hired to delineate a wellhead protection area (WHPA) for the new well field. The WHPA was based on the Indiana Department of Environmental Management (IDEM) Wellhead Protection Program (February, 1995 ed., phase 1 delineation submittal requirements). A report, prepared by a hydrogeologist, was submitted to the Town Council in June 1995. It describes the geology of the area, explains the delineation process, designates the WHPA, and provides documentation to support the delineation. The WHPA delineated by the consultant covers roughly the eastern half of the Town.

The next step in the wellhead protection program is the identification and inventory of potential sources of contamination within the WHPA. The inventory is to be conducted in 1996. A Local Planning Team (LPT), representing a broad range of individuals and organizations, will be established to assist with the inventory. The LPT will then develop a management strategy, including an education program, and a contingency plan.

SEWER

The Town of Clarks Hill owns and operates its own sewer utility. The existing wastewater treatment plant and sewers in Clarks Hill were installed in 1974 as a part of the Environmental Protection Agency (EPA) construction grants program. The collection system is made up of about 19,800 feet of eight-inch through 12-inch diameter clay pipe, a lift station, and 300 feet of four-inch diameter cast iron force main. The wastewater plant, accessible off SR 28, consists of a plant site pumping station, two rotating biological contactors, two final clarifiers, a two-cell two day holding pond, chlorination, post aeration, and two aerobic digesters. Also included is a small laboratory building and flow metering. The plant is rated at 150,000 gallons per day. The design population is 1,500 persons.

The Town has been working with IDEM through the Operator Assistance and Training Section Program. The Town has an employee who is certified by IDEM to operate both sewer and water systems. Improvements to the sewer system and treatment plant will be necessary in the future. Funding is available through the Community Focus Fund and Planning Grant program.

GENERATING A LAND USE PLAN AND THE PREFERRED LAND USE FUTURE

On November 9th a third Town meeting was held. Staff presented citizens with three maps, each showing an alternative land use proposal. These alternatives were based on:

- land use and building condition patterns established from the survey that staff conducted in September;
- the *The Phased Land Use Plan (Volume 2 of The Comprehensive Plan for Tippecanoe County)* for unincorporated Tippecanoe County adopted by the Board of County Commissioners;
- a reexamination of the data base used to generate *The Phased Land Use Plan* (refer to the *Land Use Potentials Study Technical Manual (Volume 1 of The Comprehensive Plan for Tippecanoe County)*); and,
- the Town's goals.

Elements common to all three alternatives included: a narrowly defined commercial core centered around White and Division Streets; the Township park; a proposed park near the center of Town on property owned by the Town; and, public and semi-public areas. The presence of excess capacity at the Town's wastewater treatment plant meant that sanitary sewer service was considered to be available in each alternative.

Each alternative was justifiable within the context of the source materials brought to the meeting. None of the alternatives was intended to represent a "best" solution. Rather, the presentation of alternatives was designed to provide a range of solutions from which the best portions could be chosen and combined.

Alternative Land Use Proposal #1 was based on *The Phased Land Use Plan* as it was adopted by the Plan Commission in 1981. In addition to the areas described above, this alternative designated most of the remainder of the Town property as Residential. Land north of the former Norfolk Southern Railroad was shown as Industrial. This Industrial area in Town extended west of Town and northwest along the former Conrail Railroad to SR 28. A second Industrial expansion area extended northeast of Town along the former Norfolk Southern Railroad to US 52. Residential expansion areas were also projected west of Town (south of CR 1175 S), east of Town (between White Street and CR 1200 S), and an area north of Town. Other lands beyond the Town were designated as Agricultural.

Alternative Land Use Proposal #2 was based on a rescoring of the data base established in the *Land Use Potentials Study*. "Railroad Proximity" is one of eight factors considered most likely to influence land use in the *Study*. At the time the initial study was undertaken, both railroads still operated through the Town. After rescoring relative land use potentials without the influence of the railroads, staff found that industrial potential was "limited." Therefore, Proposal #2 was very similar to Proposal #1 except no Industrial areas were designated. The area in Town shown as Industrial in Proposal #1 was designated Residential in Proposal #2 and areas outside of Town shown as Industrial in Proposal #1 were designated Agricultural in Proposal #2.

Alternative Land Use Proposal #3 was similar to Proposal #2 except that the area within the Town designated for Residential was scaled back to include only platted lots. The remaining land, most of which has been used for agricultural purposes in the past, was

designated as Agricultural. Residential expansion outside of Town was also reduced. A single residential expansion area was designated east of CR 975 E from about Main Street south to CR 1200 S. This was an area considered to have "highest" potential for residential use in the ***Land Use Potentials Study***.

The Preferred Land Use Plan represents a consensus of the citizens present at the November Town meeting and at another meeting held on December 14th. The Plan chosen most closely resembles Alternative #2. However, it was decided that The Preferred Land Use Plan would include only that territory described by the incorporated Town of Clarks Hill. This Plan, therefore, would require the approval of the Town Council only.

The Plan specifies that "Residential" land use be defined at a "moderate density" level. The citizens decided that future density should be comparable with the current level. The typical platted lot size in Town is 60-feet by 120-feet (7,200 square feet). This density corresponds roughly to the "moderate" category defined in ***The Housing Element of The Comprehensive Plan for Tippecanoe County (Volume 3)***.

The Plan is shown graphically on the following page. It has four components:

- **Commercial** land use is limited to the area centered near the intersection of White and Division Streets;
- Town properties, church-owned lots, and the tract owned by PSI Energy, Inc. are shown as **Public and Semi-Public** land uses;
- **Recreation\Conservation** land is indicated for the Township park property accessible at the north end of Union Street and the east end of High Street; and,
- All remaining land is designated as **Moderate Density Residential**.

PLAT OF CLARKS HILL

LAURAMIE TOWNSHIP
TIPPECANOE COUNTY

PREFERRED LAND USE FUTURE

NOVEMBER 1995

LEGEND

R: MODERATE DENSITY RESIDENTIAL

C: COMMERCIAL

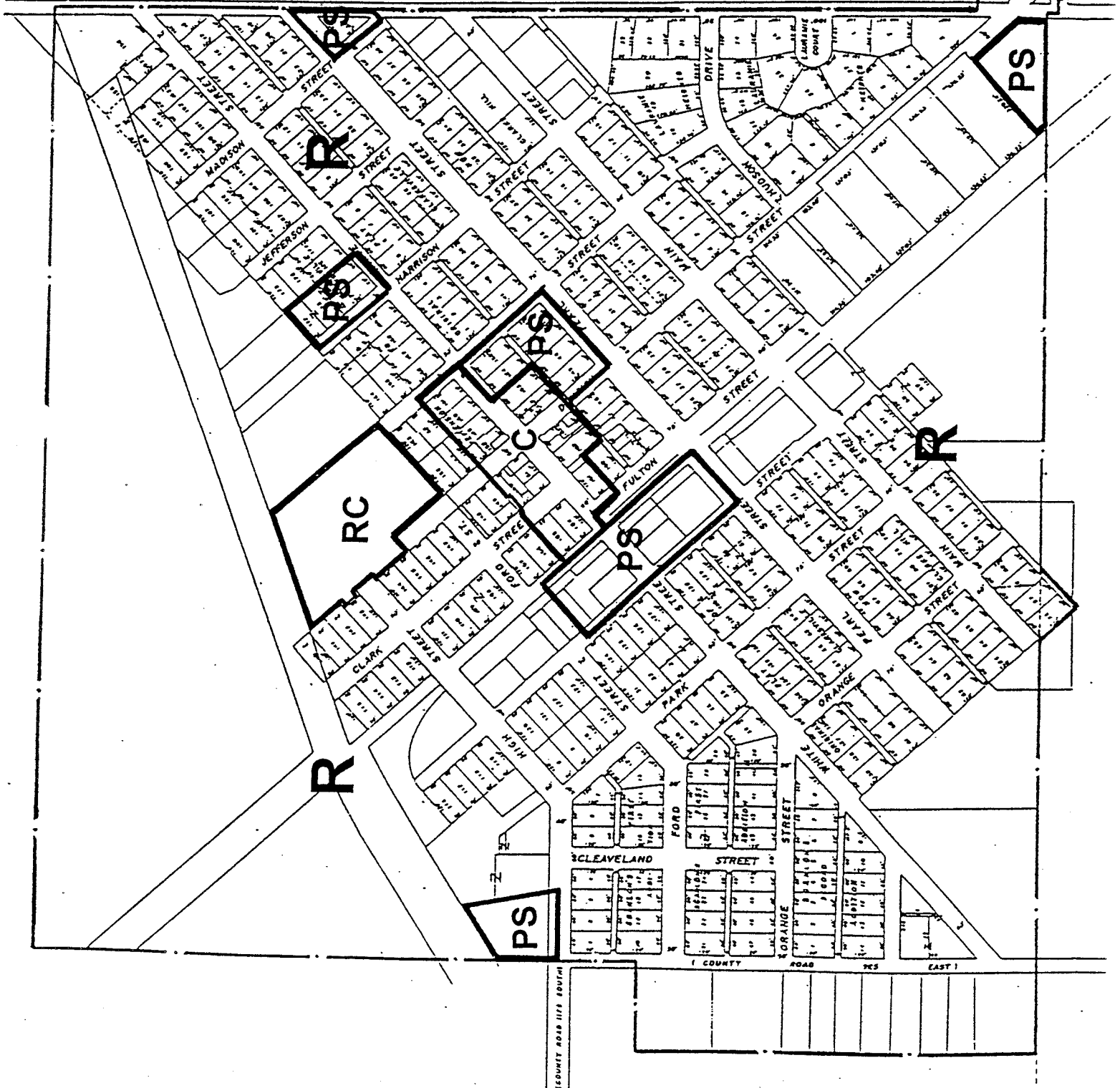
PS: PUBLIC/SEMI-PUBLIC

RC: RECREATION/CONSERVATION

SCALE: 1" = 400'



THE AREA PLAN COMMISSION
OF TIPPECANOE COUNTY
20 NORTH TIRO STREET
LAFAYETTE, INDIANA 47901
(317) 232-8242



CARRYING OUT THE PLAN AND ACHIEVING GOALS

The planning process in Clarks Hill began when citizens identified specific problems and challenges facing the community in the future. Community goals were then drafted. At the same time, planning staff conducted an inventory and analysis of existing conditions to establish a base for developing the Plan. Alternative land use plans were presented to the citizens for discussion. A Preferred Land Use Plan was then selected by consensus of the citizens present. This report concludes with a discussion of the methods, responsibilities, and actions for carrying out the Plan and ultimately meeting community goals.

METHODS OF IMPLEMENTATION

There are a number of methods available to the Town to achieve the goals that have been set. These methods include a combination of legal, financial, and administrative tools. What follows is a brief description of the various methods which can be used to carry out the plan.

Legal Tools. Legal tools include such regulatory measures as a zoning ordinance, subdivision regulations, building codes, and improvement location permits.

Because it controls the use of land, the zoning ordinance is probably the single most effective means of implementing the Preferred Land Use Plan. The basic philosophy of zoning is to separate the various land uses, such as residential, commercial, industrial, and agriculture into districts and then establish a set of permitted uses and regulations for each district. Use requirements include such things as setback, height, lot size, parking, and signs, as appropriate to each district. Other sections of the ordinance include the official zoning map, definitions, and administrative and enforcement guidelines.

Subdivision regulations are another effective tool. These regulations require coordination of new streets with the existing street system. They provide standards for lot layout and street design. A subdivision ordinance requires minimum street rights-of-way and alignment in conformance with the *Thoroughfare Plan*. It requires drainage facilities and easements where necessary, and the installation of utilities to serve new areas of development.

Building codes provide a legal tool for meeting community concerns regarding safe structures. These codes provide standards for the construction, use, and occupancy of buildings.

The permit process requires that interested parties obtain: 1) an Improvement Location Permit for the erection, alteration, or repair of any structure on platted or unplatted land; and, 2) an Occupancy Permit for the use of any structure or land regulated by a zoning ordinance, subdivision ordinance, or other ordinance relating to land use. When such a provision is adopted, a structure may not be located and a permit may not be issued unless the use, character, and location of the structure is in conformity with the applicable ordinance.

Financial Tools. Financial tools for meeting community goals include capital improvement programs and federal and state aid programs. The capital improvements program is a tool for public decision-making which consists of a list of capital improvement projects on a priority basis scheduled for a defined period of time (usually about six years), along with an estimate of costs of each project. This program schedules the timing of public improvements and provides a clear picture of the Town's

financial obligations at any point in time. Federal and state aid programs provide technical and financial assistance for the Town to help solve community problems.

Administrative Tools. Administrative tools include such measures as annexation and inter-governmental coordination. Annexation policy depends, in part, on the extent to which the Town is prepared to provide services as determined from the capital improvements program. The Town should discuss its proposals and improvement programs with other governmental agencies at the County and State levels so that coordinated efforts can be made to solve common problems and achieve common goals.

Programs for Public Understanding. Public understanding and support are essential for the successful implementation of planning goals. The public must be aware of the problems and opportunities facing the Town, and of how planning can assist in solving the problems for the benefit of the Town. A summary of planning activities could be prepared and distributed to Town residents periodically.

RESPONSIBILITY FOR IMPLEMENTATION

To meet the Town's goals will require decisive actions. The responsibility for taking these actions must be assumed by the Town Council, the Town's citizens, and The Area Plan Commission.

The Area Plan Commission. The Plan Commission makes recommendations to the Town Council regarding planning and zoning issues at public hearings. The Plan Commission held a public hearing on the Town's Comprehensive Plan. After the Plan was adopted by the Plan Commission it was certified to the Town Council for adoption. The Plan Commission is also responsible for recommending an initial zoning ordinance and subsequent text and map amendments to the zoning ordinance. The Plan Commission grants final approval to all subdivisions.

Town Council. The Town Council has a major responsibility for carrying out the Plan. Following adoption by the Plan Commission, the Plan should be adopted by the Town Council. The Plan will then represent an official statement of the Town's goals, proposals, and policies reflecting the combined thinking of interested citizens, the Plan Commission, and the Town Council. Implementation of the Plan should proceed with the adoption of the zoning ordinance, subdivision regulations, and building codes. With the adoption of a zoning ordinance, the Town Council will need to designate an "Administrative Officer," the person who administers and enforces the zoning ordinance. To achieve the Plan's goals, the ordinances and codes must be enforced.

Citizens. Although the need for public understanding and support has already been pointed out, it should be emphasized that citizens have a direct responsibility for carrying out the Plan and working toward the betterment of the Town. Citizens can be a valuable aid in supporting the Plan and keeping Town residents informed on planning and zoning issues. Also, citizens should understand the procedures in the administration of zoning regulations. For example, when a new use is contemplated for land or structures, or when construction of new structures or additions to old ones are proposed, they apply to the Administrative Officer for an "improvement location permit."

ACTIONS FOR IMPLEMENTATION

While the Town's goals tend to be long-range and general, the following actions represent specific steps the Town Council and Town citizens can take to achieve the goals that have been set. The actions are grouped by the same seven categories established during the goals setting process.

Community Appearance:

- Organize a committee to undertake specific improvement projects, such as an annual clean-up campaign and landscaping program.
- Take advantage of local and State resources and programs -- such as those available through the Wildcat Creek Solid Waste District office, the Community Appearance Task Force of the Greater Lafayette Area Chamber of Commerce, Purdue University, and the Indiana Department of Environmental Management -- to improve community appearance.

Community Facilities and Services:

- Adopt *The Park, Recreation and Open Space Plan (Volume 5 of The Comprehensive Plan for Tippecanoe County)*. This *Plan* contains recreational facility standards by type of park in Tippecanoe County.
- Develop a community park, centrally located, on Town property.
- To improve, manage, and maintain a Town-owned park, the Town Council should explore the feasibility of creating its own park board that would have authority to tap into existing funding sources.
- Provide and maintain street signs at all intersections.
- Identify where street and storm drain repairs are needed and determine priorities based on costs and benefits.
- Repair existing sidewalks where they have deteriorated and provide new sidewalks where needed.
- Establish a curb side recycling program or a recycling collection facility.

Mobile Homes:

- Identify an area or area(s) that would be suitable for mobile home parks.

Planning and Land Use:

- Adopt *The Land Use Potentials Study Technical Manual (Volume 1 of The Comprehensive Plan for Tippecanoe County)*. The data generated by this *Study* is the justification for the *Adopted Land Use Plan*.
- Adopt *The Housing Element (Volume 3 of The Comprehensive Plan for Tippecanoe County)*. Housing policy is established in this *Element*. It also defines Residential Use Potential Categories within Residential Expansion Sectors of the County.

- Prepare a zoning map for the Town which is consistent with the Land Use Plan. Boundary lines between zoning districts should follow property lines and along rear lot lines, rather than the center of a street.
- Adopt the ***Unified Zoning Ordinance (UZO) for Tippecanoe County*** and Town Zoning Map.
- Identify and inventory "nonconforming uses" as defined in the ***UZO***. Consider requiring the owner of a nonconforming use to secure an occupancy permit for that use within a stated period after adoption of the ***UZO***.
- Adopt the ***Overall Amendment to the Unified Zoning Ordinance of Tippecanoe County***, more commonly referred to as "***NUZO***" (the ***New Unified Zoning Ordinance***), when it is ready.
- Refer to the Land Use Plan as a guide when considering requests for zoning changes.
- Adopt ***The Thoroughfare Plan for Tippecanoe County (Volume 4 of The Comprehensive Plan for Tippecanoe County)***. This ***Plan*** classifies all public roads and includes design standards.
- Adopt the ***Unified Subdivision Ordinance of Tippecanoe County***.
- Consider adopting a storm water drainage and sediment control ordinance.
- Consider establishing street and driveway construction standards and specifications which are consistent with ***The Thoroughfare Plan***.
- Develop a plan for the reuse of the old railroad rights-of-way.

Economic and Financial Considerations:

- Establish a capital improvements program covering a five year period and review it annually.
- Keep abreast of grant and loan programs available to the community and its residents through State and Federal agencies.
- Consider the formation of an economic development steering committee to prepare and promote a marketing plan for the Town.
- For areas outside the Town, require developers needing Town utilities, such as water and sewer, to request annexation first.

Codes:

- Adopt a building code regulating the construction, alteration, structural repair, location and use of buildings and structures.
- Adopt an ordinance providing for the inspection, repair, or removal of unsafe buildings.

- Enter into an interlocal agreement with the Board of Commissioners of Tippecanoe County to designate the Tippecanoe County Building Commissioner as Building Commissioner for the Town.
- Designate an Administrative Officer for the enforcement of the ***Unified Zoning Ordinance for Tippecanoe County***.

Citizen Participation:

- Hold public information meetings in Clarks Hill prior to The Area Plan Commission public hearing on the proposed zoning and subdivision ordinances.

APPENDIX

What do **YOU** think are the problems and challenges facing the community in the next 10-15 years?

Please come to the Clarks Hill Community Bldg at 7:00 PM, Oct 12th and express your concerns on how you'd like to see the Town grow.

We will be working with members of Area Plan.

If for some reason you can not attend Please , write your response and submit it to the Town Hall.



RESULTS OF THE CLARKS HILL NOMINAL GROUP PROCESS
October 12, 1995
Clarks Hill Community Building

The 3 Small Groups Combined

This list represents the combined top five items of all three small groups. They have been listed in rank order, based on priority votes received in the final balloting.

RANK	VOTES	ITEM
<hr/>		
1	55	Get rid of junky yards and junk cars
2	50	Clean up the Town
3T	30	Increase revenue with more housing, small industry
3T	30	Regulate trailers (single wides) scattered around Town
5	23	Basic street and storm drain repair
6	22	Create park at the elevator site
7	11	Need building code enforcement
8	10	Enforce existing laws (e.g. burning trash)
9	9	Replace and maintain street signs

Small Group 1

(5 participants; Bernie Gulker, facilitator)

RANK	VOTES	ITEM
1	14	Clean up the Town
2T	9	Clean up junk yards
2T	9	House trailers outside of trailer parks
4	8	Getting new businesses
5T	6	Increase revenue with more housing, small industry
5T	6	Personal property cleaner and neater
7T	5	Lower revenue and higher prices
7T	5	Storm drains upgraded
9T	3	Abandoned vehicles
9T	3	Building upgrades to code (safety)
9T	3	Improving trailer quality
12	2	More community participation
13T	1	No room for growth
13T	1	Do something with railroad property
15T	0	Recreation
15T	0	Higher home valuation
15T	0	More trees
15T	0	Street maintenance

Small Group 2

(6 participants; Margy Koehler, facilitator)

RANK	VOTES	ITEM
1	13	Get rid of junk yards and junk cars
2	12	Make Town more attractive to newcomers (small business; residential)
3	11	Regulate trailers (single wide) scattered around Town
4T	10	Need building codes enforced
4T	10	Enforce existing laws (e.g. burning trash, etc)
6	8	Need more involvement
7	7	Economic - financing to accomplish goals
8	6	Growth projections and how it affects future plans
9	5	Protect the Town - good versus bad business
10T	4	Local farms drainage how they affect local wells
10T	4	Street signs
12T	0	Can parents be made responsible for kids actions
12T	0	Trained, qualified elected officials
12T	0	Is new water system adequate?
12T	0	Involve higher percentage of local citizens
12T	0	Fix sidewalks

Small Group 3

(6 participants; Michael Sanders, facilitator)

RANK	VOTES	ITEM
1	19	Move park to elevator property (children recreation)
2	18	Clean up junk and trash, etc
3	11	Replace and maintain street signs
4	8	Basic street and storm drain repairs
5T	7	Getting rid of trailers
5T	7	Repair existing sidewalks and provide new sidewalks
7	6	Unlicensed vehicles removed
8	5	Parking problems in residential areas
9	4	Crime/vandalism
10T	2	Business in residential areas
10T	2	More than one house/trailer on one lot
12	1	Lack of senior citizen activities
13T	0	Promote existing business
13T	0	Unwanted new business (e.g. adult entertainment)
13T	0	Pets running wild
13T	0	Zoning for new business
13T	0	Public transportation
13T	0	Getting people to work together

LIST OF PARTICIPANTS IN THE GOALS SETTING SESSION

12 OCTOBER 1995

CLARKS HILL COMMUNITY BUILDING

Lucy Baer
Mark Bigger
Richard E. Carles
Joe Carter

Carolyn Davis
Don Davis
John T. Green
Byron D. Laughner
Sheryl Laughner

Annette Parsons
Mike Patmore
Lynda D. Phebus
Robert L. Phebus

Don Ream
Jack Trice
Richard Van Allen
Shirley Van Allen

CATEGORIZATION

To provide a usable and easily understood listing of the many problems identified at the first goals setting session, staff grouped all the listed problems into seven categories and presented it to the citizens at the second meeting. Although a certain amount of subjectivity was involved in this process, it was necessary to adequately evaluate the results of the meeting.

COMBINED RESULTS FROM THE SMALL GROUPS BY CATEGORY

Category	Votes	Percent
1. Community Appearance	81	32
2. Community Facilities and Services	59	23
3. Mobile Homes	30	12
4T. Planning and Land Use	26	10
4T. Economic and Financial Considerations	26	10
6. Codes	23	9
7. Citizen Participation	10	4

COMMUNITY APPEARANCE (81 votes)

Clean up junk and trash, etc (18)
 Clean up the Town (14)
 Get rid of junk yards and junk cars (13)
 Make Town more attractive to newcomers (12)
 Clean up junk yards (9)
 Personal property cleaner and neater (6)
 Unlicensed vehicles removed (6)
 Abandoned vehicles (3)

COMMUNITY FACILITIES AND SERVICES (59 votes)

Move park to elevator property (19)
 Replace and maintain street signs (11)
 Basic street and storm drain repairs (8)
 Repair existing sidewalks and provide new sidewalks (7)
 Storm drains upgraded (5)
 Crime/vandalism (4)
 Street signs (4)
 Lack of senior citizen activities (1)
 Fix sidewalks (0)
 Is new water system adequate? (0)
 More trees (0)
 Pets running wild (0)
 Public transportation (0)
 Recreation (0)
 Street maintenance (0)
 Trained, qualified elected officials (0)

MOBILE HOMES (30 votes)

Regulate trailers (single wide) scattered around Town (11)
House trailers outside of trailer parks (9)
Get rid of trailers (7)
Improve trailer quality (3)

PLANNING AND LAND USE (26 votes)

Growth projections and how it affects future plans (6)
Parking problems in residential areas (5)
Protect the Town - good versus bad business (5)
Local farms drainage how they affect local wells (4)
Business in residential areas (2)
More than one house/trailer on one lot (2)
Do something with railroad property (1)
No room for growth (1)
Unwanted new business (e.g. adult entertainment) (0)
Zoning for new business (0)

ECONOMIC AND FINANCIAL CONSIDERATIONS (26 votes)

Getting new businesses (8)
Economic - financing to accomplish goals (7)
Increase revenue with more housing, small industry (6)
Lower revenue and higher prices (5)
Higher home valuation (0)
Promote existing business (0)

CODES (23 votes)

Enforce existing laws (e.g. burning trash, etc) (10)
Need building codes enforced (10)
Building upgrades to code (safety) (3)

CITIZEN PARTICIPATION (10 votes)

Need more involvement (8)
More community participation (2)
Getting people to work together (0)
Involve higher percentage of local citizens (0)
Can parents be made responsible for kids actions? (0)

SELECTED POPULATION AND HOUSING CHARACTERISTICS
TOWN OF CLARKS HILL, 1980 - 1990

Characteristic	1980	1990	Change	% Change
Total Population	653	716	63	9.6%
SEX				
Male	311	347	36	11.6%
Female	342	369	27	7.9%
AGE				
Under 5 years	49	67	18	36.7%
5 to 17 years	165	157	-8	-4.8%
18 to 20 years	23	22	-1	-4.3%
21 to 24 years	42	41	-1	-2.4%
25 to 44 years	173	235	62	35.8%
45 to 54 years	56	72	16	28.6%
55 to 59 years	30	23	-7	-23.3%
60 to 64 years	38	30	-8	-21.1%
65 to 74 years	39	50	11	28.2%
75 to 84 years	31	15	-16	-51.6%
85 years and over	7	4	-3	-42.9%
Median age	29.7	30.7	--	--
Under 18 years	214	224	10	4.7%
Percent of total population	32.8%	31.3%	--	--
65 years and over	77	69	-8	-10.4%
Percent of total population	11.8%	9.6%	--	--
HOUSEHOLDS BY TYPE				
Total Households	223	258	35	15.7%
Family households (families)	184	200	16	8.7%
Married-couple families	160	168	8	5.0%
Percent of total households	71.7%	65.1%	--	--
Other family, male householder	3	9	6	200.0%
Other family, female householder	21	23	2	9.5%
Nonfamily households	39	58	19	48.7%
Percent of total households	17.5%	22.5%	--	--
Householder living alone	29	47	18	62.1%
Householder 65 years and over	26	19	-7	-26.9%
Persons living in households	633	716	83	13.1%
Persons per household	2.84	2.78	--	--
GROUP QUARTERS				
Persons living in group quarters	20	0	-20	-100.0%
Institutionalized persons	20	0	-20	-100.0%
Other persons in group quarters	0	0	0	--
RACE AND HISPANIC ORIGIN				
White	651	703	52	8.0%
Black	0	3	3	--
Percent of total population	0.0%	0.4%	--	--
American Indian, Eskimo, or Aleut	1	6	5	500.0%
Percent of total population	0.2%	0.8%	--	--
Asian or Pacific Islander	1	3	2	200.0%
Percent of total population	0.2%	0.4%	--	--
Other race	0	1	1	--
Hispanic origin (of any race)	2	8	6	300.0%
Percent of total population	0.3%	1.1%	--	--

Characteristic	1980	1990	Change	% Change
Total housing units	242	273	31	12.8%
OCCUPANCY AND TENURE				
Occupied housing units	223	258	35	15.7%
Owner occupied	191	200	9	4.7%
Percent owner occupied	85.7%	77.5%	--	--
Renter occupied	32	58	26	81.3%
Vacant housing units	19	15	-4	-21.1%
For seasonal, recreational, or occasional use	0	1	1	--
Homeowner vacancy rate (percent)	1.5%	1.0%	--	--
Rental vacancy rate (percent)	3.0%	12.1%	--	--
Persons per owner-occupied unit	2.89	2.71	--	--
Persons per renter-occupied unit	2.53	3.02	--	--
Units with over 1 person per room	5	13	8	160.0%
UNITS IN STRUCTURE				
1-unit	190	172	-18	-9.5%
2 or more units	2	18	16	800.0%
Mobile home, trailer, other	50	83	33	66.0%
VALUE				
Specified owner-occupied units	148	136	-12	-8.1%
Less than \$50,000	142	120	-22	-15.5%
\$50,000 to \$99,000	6	15	9	150.0%
\$100,000 or more	0	1	1	--
Median (dollars)	\$27,700	\$35,500	\$7,800	28.2%
CONTRACT RENT				
Specified renter-occupied units paying cash rent	32	56	24	75.0%
Less than \$250	30	47	17	56.7%
\$250 to \$499	1	9	8	800.0%
\$500 or more	1	0	-1	-100.0%
Median (dollars)	\$172	\$205	\$33	19.2%
RACE AND HISPANIC ORIGIN OF HOUSEHOLDER				
Occupied housing units	223	258	35	15.7%
White	222	256	34	15.3%
Black	0	0	0	--
Percent of occupied units	0.0%	0.0%	--	--
American Indian, Eskimo, or Aleut	1	1	0	0.0%
Percent of occupied units	0.4%	0.4%	--	--
Asian or Pacific Islander	0	0	0	--
Percent of occupied units	0.0%	0.0%	--	--
Other race	0	1	1	--
Hispanic origin (of any race)	1	2	1	100.0%
Percent of occupied units	0.4%	0.8%	--	--

Source: 1980 and 1990 Census of Population and Housing; compiled by the staff of
The Area Plan Commission of Tippecanoe County.